

Development Alternatives

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Training of Trainers on Panchayati Raj Institutions

On

Local Self Governance

23rd–26th August – 2004

Programme Report

Introduction :

The Panchayati Raj system is not new in India. The 73rd constitution Amendment has given the constitutional status to it in April 1994. The Amendment provides an opportunity to the women, back ward class people in decision making process democratic opportunity for the people for develop their mentality, of deciding priorities and programmers to the betterment of the societies / communities through it to mobilize the process, for sustainable development to consider the system and the role of the people in development through people's participation it requires awareness and access to education and training to the people to perform their work effectively in the process of development. It offered an opportunity for Three tier system right for Panchayat, Block Panchyat and Dist. Panchyat system.

Being the active partner in the process of social transformation, the Institute decided to organize a Training of Trainers Programme on Panchyat Raj for Development Alternatives, New Delhi in Jhansi.

Panchayati Raj Institutions are made responsible for the development, see for example Gram panchayati is made responsible for development of a village. It is long term and continuous process, which demands people's active participation and contribution at various levels. In this entire process the role of Gram Sabha has become more important in providing opportunities to the people to participate in decision making process and to strengthen to democracy at the grass roots.

The basic objectives of the course were :

1. To facilitate a process of strengthening Panchayati Raj institution at the grassroots by generating awareness about roles, responsibilities and authorities at various levels.
2. To develop common understanding and vision of the participants about the development of a village through utilizing the space and scope provided by PRIs on trainees.
3. To promote local initiatives and generate awareness about need and importance of people's participation in decision making and other processes at various level.
4. To plan & implement programme of PR on methods which are appreciate and to explain them to trainees.

5. To develop an understanding that gram sabha as an institution of direct democracy is to be strengthened and transparency in budgeting and legal provision in Panchayat Raj to be stressed.

Contents of the Training of Trainers Programme :

- Historical background.
- Democracy direct V/s representative system.
- Decentralized governance and participatory developments.
- 73rd amendment.
- Three tier structure of PR Institution and their relationship.
- Process of formation of Gram Sabhas & Gram Panchayat.
- Rules and responsibilities of Gram Sabhas & Gram Panchayat.
- Village level planning & capacity building of G.S. & G.P. members.
- Strategic Social interventions for strengthening of PRIs.
- Legal provision of Panchayat Raj and role and responsibilities of Panchayat representative.
- Gram Sabha Mobilisation and meeting management.
- Planning and building in Gram Panchayat.
- Methods useful for training of Trainers in Panchayatraj Institution needed for imparting training.

The major objective is to develop better understanding among the trainers on the concept of local self government, legal provision related to it; role and responsibilities of the elected representatives and the methodologies needed for imparting training.

Methodology Adopted while implementing the programme:

- Lecture method.
- Group Discussion.
- Talk – Cum discussion.
- Group Assignment.
- Role play and simulation exercise.

- Group / plenary discussion.
- Picturization and exhibition.
- Awareness Songs.
- Attempts will be made to tell the participants as to what methods and why these methods are used in the training course.

Profile of the Participants :

The following is the profile of the participants that attended the programme :

Sr. No.	Name of Stated	No. of Participants
1.	U. P. (Uttarpradesh)	15
2.	Madhya Pradesh	05
3.	Maharashtra	05
4.	Bihar	03
Participants Total →		28

We can give the name of the institutions represented by the participants at the programme.

Report of the Training of Trainers Programme :

- Arrival Registration and refreezing games – after the arrival of the participants the formalities of registration were completed. Reference material and other things were also distributed.
- From Development Alternative Miss Lipika Patro Chief of Training Division took, the introduction of the participants and thus it was completed. Mr. Rajendra Meshram and Miss Aruna Sonsal conducted the session. Miss Aruna completed the introduction of participants and defreezing games were introduced to generate non-threatening and conducive atmosphere for learning. These games were also used for informal introduction of the participants. The participants were explained the method and were told why it was necessary.

Study of the expectations of the participants :

The organizer circulated among the participants a cyclostyled programme paper. The Participants were asked to read the contents carefully and then the house was to propose any additions or modifications to the content of Trainers in Panchayatraj programme.

Following Suggestions were offered by the participants :

- Discussion about the drought situation in the district and role of Gram Panchayats.

- Concept of ideal village.
- Strengthening Gram Sabha and facilitating a process of peoples participation.
- Contributing and participating in the process of development.
- To identify local resources of the village i. e. water, forest and soil and also to make a strategy of management.
- The role of the Panchayati Raj is to do all such things which are needed for the village development.

Before finalizing the contents in consultation with the participants, they were explained the objectives and strategies of the programme schedule. They were also assured that the contents will be need based and adequate flexibility will be maintained to adjust with the learning needs. However, the training methodology for PRT will be the focus of the programme.

▪ **Formal Inaugural of the Course :**

Chief Guest : Shri Rajendra Meshram, I.I.Y.W. Programme Officer, Nagpur.

The welcoming the guest and participants was done by Miss Aruna Sonsal Programme coordinator IYIW Nagpur.

Introduction :

Indian Institute of Youth Welfare has wide experience in the area of Panchayati Raj Training Programme, Institute conducted No. of training programme during the 1995-2000 in most of the dist. about 28000 elected representatives were trained by the Institute in Vidarbha region. Development Alternatives is an organization which is working with DFID for PACS programmes of pro file and it had asked the IYW to coordinate and conduct the programme..

1. Methodology of Participatory Training Programme :

Participatory Training : Concept and Principles.

Training Mantra is;

- Never stop listening;
- Never stop learning;
- Never stop training.

And its Aroma is;

- Belief that everyone has aspirations.
- Belief that people like to develop themselves

Basically the training of this quality is for developing human potential. It comprises of following components;

- Improving and building a knowledge base.
- Development of necessary skills
- Attitude building.

The objectives are;

- To build high competence;
 - To build high commitment;
- Identified needs.

Training is a process of developing people for their assigned roles. Training has two dimension.

- Social dimension
- Business Dimension

Conventional Vs Participatory Training :

- It is individual action that leads to improvement in the work.
- The acquisition of subject knowledge by participants leads to action.
- Learning is a simple function of the capacity of the participant to learn and the ability of the trainer to teach and participants learn what the trainer teaches.
- Training is the responsibility of the trainer and the training institution.

- Existing knowledge gets value and recognition.
The method of participatory training believes that participants already have some knowledge. Participants do not start with a zero base. Here, the synthesis of popular knowledge with existing scientific knowledge strengthens the education experience of the participants.

- Existing knowledge become of the base for new knowledge.
The starting point, in participatory planning, for creating new knowledge is the existing knowledge that the participants have. As people begin to appreciate what they already know they are more open to seek new information and ultimately it leads to enhance the learning process.

- Participants learn to take responsibilities for their learning.
The participatory training emphasizes active participation of learners in generating own knowledge. This encourages them to take responsibility for their own learning. It helps learners to exercise control over their learning.

- A collective Process
One of the components of participatory training is the promotion of collective responsibility to build new knowledge. As a result participants learn to get together, collectively seeking and analyze information.

- It creates informed options
The very process of collectively analyzing a particular situation provides different alternatives. Again, these options are debated on the basis of concrete information. As a result, participants accept or reject any options on an informed basis. This creates sense of empowerment, which is based on the confidence that information has been interpreted and understood.

- Action emerge out from analysis
The process of analysis of a given reality creates a sense of ownership of that knowledge and willingness to transform that situation. The participants then take concrete actions for a required change.

Significance of Participatory Training :

Participatory training needs to be looked at separately from the term 'training'. Participatory training is based on a certain value premise that believes in the empowerment of the poor and other marginalized section of the society including women.

Principles of Participatory Training :

The principles of participatory training are based on a set of value premises, built on the adult learning principles and learning environment. Some of the principles are given below:

- ✂ It is learner – centered and their learning need specific.
- ✂ Learning is derived from the experiences of the participants and it is crucial in participatory trainings.
- ✂ The learning focuses not only on the knowledge but also awareness generation and skill development. This makes the whole learning complete, critical and useful.
- ✂ Participatory training requires a learning environment where participants feel psychologically secure and safe to unlearn, come out with their new ideas and share their experiences.
- ✂ When participation is valued, participants take responsibility and develop their own norms and values for learning.
- ✂ Since, ensuring participation and building a safe environment are key requirements of participatory training, the role of the trainer becomes very crucial. The trainer should not only believe in the participatory principles, but must demonstrate it as a way of life.

Learning Environment :

Conducive environment is one of the pillars of participatory training. In the context of learn and learning process it becomes very crucial to build and sustain an environment that would facilitate both individual and collective learning. Some of the key characteristics of learning environment are:

- **Valuing participants and their experiences :**

The fundamental aspect of the learning environment is valuing the learner, his/he experiences, contributions, capacity to learn, grow and change. Valuing and respecting the learner becomes the hall mark of creating a learning environment. It means the trainer, both during formal and informal sessions pays keen attention and provide support during their sharing.

- **Sharing Experiences :**

Since adults learn from their experience, conditions have to be created, therefore, for an easy open, systematic and effective sharing of their experiences. However, the sharing has to be focused in relation to specific learning objectives. The purpose of sharing is also to encourage experimenting with new ideas, feelings, behavior and action. Mutual sharing process involve not merely learners sharing but also from the trainer's side.

- **Challenging :**

Challenge to the learners is another characteristics of the learning environment. Conditions must be created for people to be stimulated, to stretch themselves beyond their immediate capacity, to utilize their potential creatively, to utilize their capacity, to unfreeze themselves and to realize their critical faculties.

- **Safety :**

Psychological safety and comfort are the other key characteristics of the learning environment. A learner should neither undermine not demolished. A sense of psychological safety I can make mistakes and yet be acceptable to and by others. I can be myself. I can say to myself, I can look at myself, is an essential aspect of the learning environment.

- **Support :**

Support could be of different types like emotional, intellectual and behavioral. This support should be available individually and in groups. To facilitate this, condition need to be created so that learners are supporting each other as much as the facilitator is supporting the learners.

- **Feed back :**

The learning environment must have conditions built in for feedback to come back to the person and to the group. This information should be obtained through mechanisms, which are easy and relaxed, and not constrained and difficult for feedback process.

As a Trainer Facilitator you must

- Encourage everyone to talk
- Encourage them to answer questions raised by their companions. In this way, everyone can learn to listen and show respect for one another.
- Ask the participant to paraphrase or repeat something in their own words to check if they have understood.
- Paraphrase important points made by the participants. Regularly summarize discussions.
- Share personal experiences.
- Read the background material provided.
- Make your own notes.
- Use participants' own experiences and knowledge to build case studies.
- Keep in touch with the participants' own experiences and knowledge to build case studies.
- Do not hesitate to change the plan if it is not working with a particular of participants.
- Be bold and try something new.

Learning And Social Change :

In the context of individual, families and communities development is a process of change from the present situation to better one through planned, systematic and deliberate interventions. The overall purpose of development is to create an opportunity for people participation t control the developmental processes and decision-making for individual and collective growth as well as community betterment.

Use of Training :

Training is being assumed as a set of events conducted to acquire a limited set of skills and knowledge that can then be used by a group of learners to accomplish their objectives. This gives a very ;mechanical and limited meaning to training. Training could be looked in strategic sense. It could contribute to a larger strategy of social change.

- Training and Change :

Here, we need to look at some key issues of social change:

- ⇒ In our theory of social change is there a place for individual and collective learning and thereby its contribution towards the wider process of social change ?
- ⇒ If individual and collective learning is important in our framework of social change, how does it relate to the wider issues of control over the minds of people?

- ⇒ If individual and collective learning is an important element in our framework of social transformation the educational opportunities and interventions that need to be created should be examined to bring about the desired learning at the individual and collective levels.
- ⇒ What roles can trainings play in bringing about such an educational opportunity to facilitate the desired individual and collective learning necessary for enabling the over all process of social transformation?

Significance of the Training of Panchayat Representatives :

The whole Panchayat system, focusing on government schemes and programmes, is unable to express the aspirations and needs of the local people. Instead of attempting to change the situation with local initiatives, it expresses its limitations by tinkering with centralized programme formulation and planning. This brings us to the core focus area of Panchayat capacities. The basic hurdle in the empowerment of Gram Sabhas is the inability of the community on issue of governance. Therefore, the emphasis of all the actors of civil society should be on building capacities in all the persons involved in Panchayat system, at various levels.

Area of Intervention :

- ⇒ Perspective building on decentralized governance and its relevance in the context of nation's development process.
- ⇒ Knowledge/awareness building on the provisions of the 73rd Constitutional Amendment Act. As also on recent development and their implications.
- ⇒ Sensitization of gender and Dalit issues to ensure their participation in Gram Sabhas and Panchayats.
- ⇒ Skill in the area of leadership development, Panchayat management, accounts and book keeping, maintaining of records and minutes, etc.
- ⇒ Negotiation skills, to deal with upper tiers of Panchayats and concerned government officials/departments.
- ⇒ The Gram Sabha members, especially women and other weaker sections, needs to be mobilized and informed about rights and powers of gram sabha.

2. Historical Background of Panchayat-Raj System in India

- ⇒ Mentioned in the Rig Veda, which dates from approximately 1200 B.C.
- ⇒ Define evidence available of the existence of village "Sabhas" (counseling of assemblies) and "Gramins" (senior person of the villages) until about 600 B.C.

Panchayats : Pre-Colonial Period

- ⇒ The form of panchayats (an assembly for five person), which looked after the affairs of the village. They had both police and judicial powers. Custom and religion elevated them to a sacred position of authority.
- ⇒ A particular caste adhered to its code of social conduct and ethics.
- ⇒ Village panchayat generally had a village assembly whose executive body consisted of representatives of various groups and castes.
- ⇒ The medieval and Mughal periods, this characteristic of the village under the Mughals their judicial powers were curtailed.
- ⇒ Sir Charles Metcalfe, the provisional governor general of India, had called the Indian villages communities “the little republics”.
- ⇒ The caste-ridden feudal structure of the village society of those days, they left much to be desired.
- ⇒ Dr. B.R. Ambedkar had remarked in the Constituent Assembly on 4 November 1948. “I hold that these village republics have been the ruination of India. “I am, therefore surprised that those who condemn provincialism and communalism should come forward as champions of the village. What is the village but a sink of localism, a den of ignorance, narrow-mindedness and communalism? I am glad that the Draft Constitution has discarded the village and adopted the individual as its unit.”
- ⇒ Jayprakash Narayan had once perceptively commented that the old village communities had survived in nothing else except their physical existence. They were no longer communities acting jointly for the solution of individual or communal problems and for the development of their moral and material life

British Colonial Period :

- ⇒ With the advent of the British, the self-contained village communities and their panchayats ceased to get sustenance.
- ⇒ It is a historical fact that local self-government in India, in the sense of an accountable representative institution, was the creation of the British.
- ⇒ Village panchayats were not the first priority of the British rulers. Concentrated as they were mainly around the trading centers, their interest in the beginning was limited to the creation of local bodies of nominated members in the major towns.
- ⇒ As early as 1687 a municipal corporation came to be formed in Madras.
- ⇒ It was in 1870 that the viceroy, Lord Mayo, got a resolution passed by his council for decentralization of power to bring about administrative efficiency in meeting the demands of the people and to add to the finances of the “existing imperial resources which will not suffice for the growing needs of the country.”
- ⇒ The revolt of 1857 had put imperial finances under considerable strain and it was found necessary to finance local services out of local taxation
- ⇒ Out of a fiscal compulsion that Lord Mayo’s resolution on local self-government came to be adopted.
- ⇒ The first significant step to revive the traditional village panchayat system in Bengal was taken in 1870 through the Bengal Chowkidari Act.

- ⇒ This act empowered district magistrates to set up panchayats of nominated members in the villages.
- ⇒ These nominated panchayats could levy and collect taxes to pay for the chowkidars or watchmen engaged by them.
- ⇒ The Famine commission of 1880 had pointed to the absence of local bodies as a major impediment in reaching relief supplies to the famine-stricken people and had underlined the need to expand self-government to the villages also.
- ⇒ The scene of a liberal like Lord Ripon as the viceroy proved to be a watershed in the structural evolution of local government in the country.
- ⇒ The government resolution of 18 May 1882 during his viceroyalty, providing for local boards consisting of a large majority of elevated non-official members and presided over by a non-official members and presided over by a non-official chairperson, is considered to be the Magna Carta of local democracy in India
- ⇒ Designed to make use of that intelligent class of public-spirited men whom it is not only bad policy but sheer waste of power to fail to utilize, the resolution proposed the establishment of local rural boards, two-thirds of whose membership was composed of elected representatives.
- ⇒ The Ripon resolution of 1882 was tardy with only some half-hearted steps taken in setting up municipal bodies and boards at the district level, the term “self-government” had begun to gain currency.
- ⇒ In 1906, the congress, under the presidentship of Dadabhai Naoroji, accepted “self-government” as the political goal for the country
- ⇒ In 1907, the government constituted a Royal Commission on Decentralisation that, in report released in 1909, elaborated further the principles enunciated in the Ripon resolution.
- ⇒ This commission comprised five Englishmen and only one Indian, Ramesh Chandra Dutt, it recognized the importance of panchayats in the Indian contest
- ⇒ The commission recommended that “ it is most desirable, alike in the interests of decentralization and in order to associate the people with the local tasks of administration, that an attempt should be made to constitute and develop village Panchyats for the administration of local village affairs”.

Post-Independence Period: The Rise and Decline Till 1977

- ⇒ In the early fifties was planned without taking cognizance of Gandhiji's idea of gram swaraj.
 - ⇒ Community Development projects, inaugurated in 1952 and modeled after the experiments at Marthandam, Shantiniketan, Baroda, Etawah and Nilokheri, soon found themselves in a blind alley in the absence of effective instruments for people's participation.
 - ⇒ The Community Development and National Extension Service programmes the committee on plans projects in 1957 constituted a team for the study of the two programmes.
 - ⇒ Balwantrai Mehta, a Member of Parliament, headed the study team.
 - ⇒ Team's view was that without an agency at the village level "which could represent the entire community, assume responsibility and provide the necessary leadership for implementing development programmes,"
 - ⇒ Its recommendation that "public participation in community works should be organized through statutory representative bodies," gave a fillip to the prevailing nationwide sentiments.
 - ⇒ The Balwantrai Mehta study team, favouring democratic decentralization through the setting up of panchayati raj institutions, accelerated the pace of constituting panchayati raj institutions in all the states. It may be recalled here that subsequently the national Development Council also affirmed the basic principles of democratic decentralization enunciated in the Balwantrai Mehta report and left it to the states to work out the structures suitable to each state.
 - ⇒ The team "panchayati raj" came into vogue. Panchayati raj is a process of governance; it refers to a system organically linking people from the gram sabha to the Lok Sabha.
 - ⇒ Rajasthan was the first state to inaugurate panchayati raj after the Balwantrai Mehta study team's recommendations. Prime Minister Jawaharlal Nehru inaugurated independent India's first panchayati raj on 2 October 1959 at Nagore, about 260 kms from Jaipur.
 - ⇒ Nehru hailed the system as "the most revolutionary and historical step in the context of new India."
 - ⇒ S.K. Dey, Minister for Community Development in Nehru's cabinet and the architect of panchayati raj after independence, elevated the whole idea to a philosophical level and viewed it as an instrument which linked the individual with the universe.
 - ⇒ He visualized an organic and intimate relationship between the Gram Sabha and the Lok Sabha.
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- ⇒ By 1959, all the states had passed panchayat acts, and by the mid-1960s.
 - ⇒ More than 217,300 village Panchayats, covering over 96 percent of the 579,000 inhabited villages and 92 percent of the rural population had been established. On an average, a Panchayats covered a population of about 2,400, in two to three villages.

- ⇒ It is worthwhile looking into some of the official reports to get a picture of the positive of Community Development had stated in 1964-65 that younger and better leadership was emerging through the panchayati raj institutions and there was a fairly high degree of satisfaction among the people with their working.
- ⇒ L.P. Shukla, a noted writer on panchayati raj, had underscored the significance of this new leadership by creating new seats of power to be filled by the competitive mechanism of democratic elections.
- ⇒ As in the earlier traditional, socio-political set up they had not access to the political or administrative organs.
- ⇒ R.V. Jather expressed this view in 1964 after looking closely at the working of panchayati raj institutions in India. In yet another comment, a study team, appointed by the Association of Voluntary Agencies for Rural Development (A.V.A.R.D.) in 1962 to evaluate Panchayati Raj in Rajasthan, had made the following observation:
- ⇒ It was reported that the people felt that they had sufficient powers to enable them to mould their future. They are fully conscious of the fact that such privileges and favours, which were formerly under the control of the B.D.O., are now under their control. In this sense full advantage of democratic decentralization has been secured.
- ⇒ Due to the interest generated by the panchayati raj institutions several states set up committees to assess their working and to recommend measures for improvement. The states and committees were-Andhra Pradesh: Purushottam Pai Committee, 1964 Raachandra Reddy Committee, 1965; and Narasimhan Committee, 1972-Karnataka: Basappa Committee, 1963-Maharashtra: Naik Committee, 1961 and Bongiwar Committee, 1963-Rajasthan:Mathur Committee, 1963; Sadiq Ali Committee, G.L.Vyas Committee, 1973-Uttar Pradesh: Govind Sahai Committee, 1959; and Murti Committee, 1965.

Ashok Mehta Committee :

- ⇒ The panchayati raj institutions, which came into being in certain status after the Ashok Mehta Committee's recommendations, could be considered the second generation Panchayats.
- ⇒ The second generation Panchayats raj Institutions can be said to have started when the west Bengal Govt. took the imitative in 1978 to give a new life to it's Panchayats on the lines of the Ashok Mehta Committee's recommendations west Bengal, Karnataka, Andhra pradesh and Jammu & Kashmir eighter revised their existing panchayat raj acts or passed new acts in theory accepting the Ashok Mehta Committee report.
- ⇒ These states adopted the recommendations to suit their conditions and learnt from each other's.

Day -2

Session one : Concept Governance this session was conducted by Miss Aruna Sonsal.

This presentation was on decentralization and participatory development. The following points emerged during the discussion.

- ⇒ It is as old as human civilization.
- ⇒ Governance means the process of decision-making and the process by which decisions are implemented.
- ⇒ The concept of governance extends beyond the government.
- ⇒ Governance can also be understood as the sum of the ways through which individuals and institutions public and private function .
- ⇒ Decentralisation and pluralisation of state in to a number of levels that stretch horizontally from civil society and market organisations on one hand and vertically from the transnational on the other hand considered to be welcome development for several reasons.
- ⇒ For one, governance promises an exit from bureaucratic, hierarchical and overloaded structure of decision-making.
- ⇒ A good governance system pursue and promote the greatest good for the greatest number of citizens at all time.
- ⇒ Which equally respecting and according due protection to those who may hold a different views.
- ⇒ 4 address the allocation and management of resources to respond the collective problems and to attain development goals.
- ⇒ Good governance comprises of mechanism processes, and relationship and institutions through which citizens and groups.
- ⇒ Significance of local self-governance.
- ⇒ The recognition of the right of every citizen to participant in public decision making is the by sic element of democracy.
- ⇒ The interests of all members of society get respected and represented in policies.

- ⇒ 1972, the 73rd (Rural local Governance) and 74th (Urban local self governance) were introduced.
- ⇒ SC, ST. women and other backward classes of the society in the elected bodies. (Panchayats/Municipal) and by requiring their presence in the elected bodies not only as members but as their chairperson depending on the criteria.
- ⇒ Include social justice along their scope and sweep in the entire system of the governance.
- ⇒ Good governance
- ⇒ Detail introduction
- ⇒ Direct enquiry.
- ⇒ Local person
- ⇒ All people and decision making
- ⇒ City survey
- ⇒ Partnership citizens governance

- ⇒ Self governance
- ⇒ Central
- ⇒ State
- ⇒ District.

Session Theme : 73rd constitutional Amendment and its implementation and evolution of a ideal village model.

Objectives of the session were;

After conducting the session participants will be.

- ⇒ Able to identify, list out and internalize salient features of 73rd constitutional amendment.
- ⇒ Able to evolve a concept of ideal village based on provision of 73rd amendment and relevant State Acts.
- ⇒ Able to acquire the skills to implement the methods adopted for conducting this session, as trainers in their home back situation while conducting training courses.
- ⇒ Able to internalize the contents in proper perspective for their delivery in training course.

The theme was divided into two parts :

- ⇒ 73rd constitutional amendment and its salient feature.
- ⇒ Evolving a concept of ideal village based on the provisions of amendment.

1st Part : 73rd constitutional Amendment and this salient features.

Methods used for delivery

- ⇒ Brain storming ; and
- ⇒ Buzz groups
- ⇒ Plenary and briefing by faculty.

Highlights of the contents delivered :

- ⇒ Objectives of 73rd Amendment;rrr
- ⇒ Decentralisation of economic and political power.
- ⇒ Sharing the power with the marginalized sections of the society.
- ⇒ Making people responsible for their our development.

Salient features of the Amendment:

- ⇒ Constitutional status to Panchayati Raj Institutions.
- ⇒ Gram Sabha is recognized as constitutional entity and system of direct democracy.
- ⇒ Reservation to scheduled castes and scheduled tribes as per their population percentage in the total population.
- ⇒ 33% reservation to women.
- ⇒ State legislatures are authorized to grant reservation to OBCs.
- ⇒ Reservation are granted for key posts also.
- ⇒ For strengthening the financial position of PRIs constitution of Finance Commission at State level has been made mandatory.
- ⇒ Elections will be held after every five year. If the body is dissolved then the election must be held within six months after the date of dissolution.
- ⇒ Each State will constitute an Election Commission for conducting election of PRIs.
- ⇒ 11th schedule is incorporated in the Constitution, which enlists 29 subjects which are supposed to be dealt with by PRIs.
- ⇒ While allocating functions within a three-tier system of PRIs a cardinal principle is to be followed.

IInd part : Evolving a concept of ideal village :

Method used : Simulation exercise

Highlights of plenary discussion and briefing after simulation exercise.

- ⇒ Ralegaon Siddhi Model from Maharashtra was discussed.
- ⇒ Gandhiji's concept of Gram Swaraj was briefed.
- ⇒ It was highlighted that ideal village should have;
- ⇒ Gram Sabha to restore the tilement right on common property resources.
- ⇒ Regeneration and utilization of common property resources for income and employment generation.
- ⇒ Sharing the entitlement of common property resources with families having no means of income generation of their own.
- ⇒ Improving agriculture and its productivity.
- ⇒ Promoting agrobased forest, produce based, value addition based income generation activities.
- ⇒ Agrobased, supplementary income generation activities
- ⇒ Upgradation of existing skills and introducing new skills.
- ⇒ Self Help Group promotion and financial self-reliance.

The concept is self-reliant village without poverty is possible.

Session Theme : Three tier structure of Panchayati Raj system and their interrelationship

⇒ **Objectives of the session** :

At the end of the session participants will be able.

- To understand the functioning of three tier system of RPI.
- To understand the interrelationship between these tiers.
- To evolve strategies to deal with PRIs at various levels.

⇒ **Methodology followed**

- Group discussion (Statewise groups) with guidelines for group discussion:
- Identifying salient features of each tier.
- Find out the dimensions of supplementary and complementary roles of these tiers for strengthening the system.

Highlights of plenary discussion after presentation of group reports and briefing by faculty:

- ⇒ 11th schedule in the constitution
- ⇒ Article 243 (G) enjoins the state legislature to endow the Panchayats at appropriate levels with such powers and authorities necessary to enable them to function as institutions of self governance.
- ⇒ Allocation of functional responsibility among these tiers.
- ⇒ Range of Government functions that are to be assigned to PRIs and autonomy in handling these functions.
- ⇒ Winning acceptability and confidence of people through efficient implementation of development programme.
- ⇒ Protecting rights of underprivileged including minorities.
- ⇒ Responsive administration which implies degree of freedom to adjust programme according to local needs without being hamstringed by detailed government directives.
- ⇒ Mobilise local resources and augment the scale of development efforts.
- ⇒ Better accountability and enhanced effectively.
- ⇒ Supervising powers of higher PRIs.
- ⇒ There is a commonality of functions among all three tiers. While in any given area the nature of activity entrusted to the three level could be different. Such activity have to be meaningfully integrated with one another.
- ⇒ The inter relationship between the tiers is not in terms of functions only. The administrative support to their activities is provided by different rungs of the same official hierarchy.
- ⇒ The Panchayat at higher level has therefore; to act as a coordinating body for the Panchayats at the level below it. In the several areas the latter will be the implementing agency for the programmes of the former. Dialogue and consultation would be the more appropriate ways of interaction. Yet this implies that a panchayat at a higher level should have some power to monitor the activities of panchayats at the lower level as also emergent powers to be exercised under exceptional circumstance.
- ⇒ The executive function should also specify the relationship of PRIs with the district bureaucracy. Quite a few of the functions stated to be performed by PRIs have traditionally been discharged by the bureaucracy and have been source of significant power and patronage in our scarcity economy. Unless this is done it is quite likely that the entrenched interests may combine to thwart the growth and development of PRIs.
- ⇒ Clearly the delegation of powers to different levels of PRIs cannot be done by anyone department. Rather it is an exercise to be quietly carried out by almost all departments of a state Government. This would however require coordination and direction.

Last session :

This session is last session on film show following Sanshodhan and case study in Maharashtra village was of Ralegaon Shidhy a documentary film on 73rd constitutional amendments. It is a actual panchayati raj and rural areas is seen by the participants experiences. They reflected upon and analyze to derive new

principles of case studies. It may be presented in written or verbal form or even through the medium of film or depending upon the background and levels of learners. It helps in creating new knowledge through collective reflection analysis and synthesis.

Third Day :

The session in recap of the first day and Milily exercise. The routine formalities of the day were completed by recap of previous day. The session begins with lecture of Ms. Shilpa Jibhenkar, Programme Officer IYW Nagpur. She took session on Village level Planning and capacity building of Gram Sabha and Gram Panchayat Members. The participants were divided into four groups and they discussed how to prepare the village plan and what capacity needed for Gram Panchayat and Gram Sabha members. The highlights of the session are

- Assessing planning Environment
 - Data collection and data analysis
 - Strategy formulation and target setting
 - Participatory plan formulation.
 - Plan Authentication
 - Task adoption and plan Implementation
 - Making co-operation
 - Evaluation and re-planning
- Connective and Intellectual capacity –knowledge, skills, Awareness, Attitude.
- Administrative & Management capacity – Leadership, Financial Management, Documentation, Supervision and Monitoring
 - Physical & Financial capacity – Local indigenous courses, mobilization of resources for long term sustainability
 - Institutional & Organisational capacity – Linkages with various Govt. organization and grass root level organizations.
 - Capacity Building of Gram Sabha members, Awareness and knowledge about Panchayat Raj System, Decentralized government and its relevance in national development, Active participation in Gram Sabha.

After tea-break another session was on started on social mobilisation for strengthening Panchayat Raj Institution. Ms. Aruna Sonsal took the session. The highlights of the session are

- Role of grass root level people in the around development of the village
- Participation of weaker section and women in Gram Panchayat and Gram Sabha.
- Formation of various committee for strengthening PRI,s
- Mobilization, voluntary, contribution in kind and cash for development activities.
- Linkages with grass root level organization and Govt. departments.

After the lunch Programme officer of the IYW Ms. Shilpa Jibhenkar addressed the participants on one Legal provision of Panchayati Raj and Role and Responsibilities of P.R. representatives. The highlights of the session are

Local government is a subject included in the State list under the VII schedule to the constitution which enshrines the idea of the village govt. as follow “The state shall take step to organize village Panchayats and endow them with such power and authority as may be necessary to enable them to function as units of self government.

Though the Article formed part of the Directive Principles of state Policy, no legislation was enacted to implement it.

- First Panchayat Raj Law existing in the year 1920
- Voting power given to women also, utilization of some part of budget for rural Development was given.
- Balvantray Mehta committee – Decentralization of political and administrative powers, role of the PRI's.
- G.V.K. Rao committee – Greater responsibility of planning, implementation and monitoring of rural development, State planning functions to the decentralized planning units at district level
- I.M. Singhvi Committee – The committee recommended that the PRI's should be constitutionally recognized protected and preserved by the inclusion of a new chapter in the constitution. It also suggested constitutional provision to ensure regular, free, fair election to the PRI's 64th Amendment bill – Fresh initiatives, Historic enactment – 73rd Amendment, 74 Amendment Role and Responsibilities of Panchayat Raj Representatives.
- Information about development activities and budgetary provision of Gram Panchayat.
- Incorporate the development schemes in annual plan.
- Extend co-operation from govt. officials.
- Prepared Agenda of meeting, active participation support, suggestion to the Gram Panchayat.
- Supervision and monitoring of activities of Gram Panchayat
- Active Participation in planning, implementation and monitoring.

Final summing up was done by the faculty.

- After tea-break a Mock – session was conducted on roles and Responsibility of Gram Sabha and Gram Panchayat. The highlights of the session were:
- Planning of Gram Sabha Meeting-date, time, venue, purpose adequate publicity
- The Agenda of the Gram Sabha, common people can put forward their suggestion for the consideration of the Gram Sabha.
- The members of Gram Panchayat has the right to participate, discuss, question to give suggestion etc. in the Gram Sabha
- Participation of women and weaker section in the meeting is a must..
- The quorum of the meeting- 100/10% of voter list which is less
- Four Gram Sabha in one financial year.
- The annual statement of account of Gram Panchayat
- The report of administrative proceeding of financial year
- The Audit note of the last year and replies from the Gram Panchayat.
- Remark of development programme taken up in previous year.
- Promotion of unity and harmony of all section of village panchayat.

- Mobilization voluntary contribution in cash / kind for community welfare
- Identification of beneficiary for implementation of development schemes

Forth Day :

The fourth day's session began with the recap of the previous days session by any other methods .

The fourth day's session was started with the lecture delivered by Shri. Manohar Hepat , Project co-ordinator of Gadchiroli. He took the session on Gram-sabha mobilization and management. The highlights of the session were:

- Panchayat Raj system –Before and after independence
- Planning of Gram Sabha – Date, time ,venue , purpose
- Notice of Gram Sabha in a financial year
- Four Gram Sabha in a one financial year
- The Quorum of the meeting – 100/10% . Which is less
- The Agenda of Gram Sabha
- Formation of various committee
- Subject discussion in Gram Sabha
- Role of Gram Sabha members in around development of village.
- Active participation in meeting
- Co-ordination with various govt. department.
- Call special Gram Sabha if needed

After tea break the another session was started with brain storming on Planning and budgeting in Gram Panchayat. Shri. Manohar Hepat took the session. The highlights of the session

Details of the Budget :

- Sources of Income, Expenditure- recurring
- Previous two years earning
- Domestic budget – Building, maintenance or rent
- Unexpected expenses – pervious two year expenditure.
- Special programme – Education, Women and Child welfare.
- Budget allocation for any special programme project should not be re-appropriate for a less important one.
- If changes are contemplated in budget heads, permission should be taken from the Gram Sabha.
- Any changes made by the Gram Sabha should be notified to the panchayat within 15 days
- Supplementary budget – The village development committee can present a supplementary budget for its consideration
- Audit – The money has been spent on the programme for which it is allocated and under the correct budget head. The expenditure is made according to the rules. Permission has been taken from proper authority before any expenditure is made.
- Annual Audit of the Gram Sabha – Presentation of the audit report to the Gram Sabha- Audit done annually by an auditor, the village Development committee

will present details of all expenditures and income pertaining to the previous year to the Gram Sabha.

Session 4 – begins with lecture of Ms. Aruna Sonsal .. She took session on the evaluation of training prog. to prepare the participants to plan their future work after the training in their different organizations. They were asked to sit in a group to prepare their future plan. The highlights of the session are

1. Action Planning.
Why, when, what, whom, where
 - Programme
 - Objectives
 - Target Group
 - Duration
 - Budget
 - Co-operative/Agency
 - Recourses
 - Responsibility
 - Out put

This session highlights and briefs the level of learning to prepare the future plan in a planned manner.

The session on evaluation of training and self evaluation to develop the skill of evaluation of prog. day to day participants evaluation or training effectiveness. A form that seems to work the ultimate effectiveness indicator for any skill – training prog. is of course on the job performance are graduates doing a better job If so how much better? This highlights of the session are

1. Self evaluation
2. Craft analysis evaluation
3. Question- Answer in evaluation
4. Participants evaluation
5. Face reading evaluation to the day to day.
6. Programme evaluation

In training programme, types of methods used in evaluation.

Evaluation :

The TOT programme was evaluated before the concluding of the programme. The objective of this exercise was to get feedback from the participants on objectives contents methodology, faculty and the strategies and to invite the suggestions for future programmes. The participants shared their views very boldly without any hesitation and prejudice. The feedback of the participants is as under.

1. About the contents of the course, they shared that their expectations on local self governance that their expectation were fulfilled. The contents were designed taking into consideration the need and expectations of the participants.

2. Participants shared that the objectives of the programme were fulfilled. The strategies adopted to achieve the objectives were excellent which helped the participants to understand easily.
3. About the methodology the participants expressed that the participatory methods such as group discussions, Role plays, Question answer, presentations by the participants, case studies, working through committees and report presentations utilized through out the training programme made learning easier.
4. About the subjects incorporated they shared that all the topics were relevant and important among them two subjects were found very useful and interesting.
 - (1) 73rd constitutional Amendment and state legislation.
 - (2) Three-tire structure of panchayatiraj system and inter relationship.
5. About the resource persons, they shared that the resource persons invited for this training were expert in their subjects. The participatory methods used by them extended an opportunity to the participants to involve themselves in the process and understand the topic thoroughly.
6. The participants expressed that the lodging boarding and training arrangements were excellent.

Suggestions :

The participants were asked to give their suggestions for improvement in future programmes. Their suggestions are as under :

1. Field visit should be arranged so as to learn and experience the procedure of Gram Sabh (we have to arrange the visit during the gram sabha so it is not certain)
2. Interaction with learned and experienced persons from Government and Panchayatiraj institutions can help the participants to clear and satisfy their doubts.
3. IYW Nagpur should conduct such training programmes in its training campus which can give more exposure about IYW's activities and projects.

Indian Institute of Youth Welfare
134, Shivajinagar Nagpur-10

**Training Module on Training of Trainers in
Panchayat Raj**

Programme Schedule

Programme Dates	Sessions in timings	Contents/ Subjects
23.08.2004	10.00 a.m. to 11.00 a.m.	Welcome to the participants: registration and introduction. Exercising introductory games.
	11.00 a.m. to 11.15 a.m.	Break for tea
	11.15 a.m. to 12.00 a.m.	Understanding the participants and their area of work: study of expectations of the participants. (Micro-lab breaking the ice)
	12.00 a.m. to 01.00 p.m.	Historical background of panchayat raj Institution in India.
	01.00 p.m. to 02.00 p.m.	Break for lunch
	2.00 to 3.30 p.m.	Democracy-direct v/s Representative Group formation and assignment on flip chart as follows panel discussion.
	03.30 p.m. to 04.00 p.m.	Break for Tea
	04.00 p.m. to 05.00 p.m.	Flip chart presentation and panel discussion follow.

Programme dates	Sessions in timings	Contents/ Subjects
24.08.2004	9.30 to 10.00 a.m.	Recap of the first day and MILILY exercise
	10.00 to 11.00 a.m.	Decentralized governance and participatory development (panel discussion by G.P. members, Govt. officials and nominee from the participants)
	11.00 to 11.30 a.m.	Break for Tea
	11.30 to 1.00 p.m.	73 rd constitutional awareness and state legislation it's implication and outcomes as a ideal village role model.
	1.00 to 2.00 p.m.	Break for Lunch
	2.00 to 3.30 p.m.	Three-tire structure of panchayat raj system and inter-relationship
	3.30 to 4.00 p.m.	Break for Tea
	4.00 to 5.00 p.m.	Process of formulation of gram sabha and gram panchayat
	5.00 to 7.30 p.m.	Rules and responsibilities of Gram-sabha and Gram Panchayat (A Mock demonstration in village.)

Programme dates	Sessions in timings	Contents/ Subjects
25.08.2004	9.30 to 10.30 p.m.	Recap of the first day
	10.30 to 11.30 a.m.	Village level planning and capacity building of gram sabha and gram panchayat members .
	11.30 to 12.00 a.m.	Break for tea
	12.00 to 1.00 p.m.	Strategic social interpenetrations for strengthen panchyat Raj institutions.
	1.00 to 2.00 p.m.	Break for lunch
	2.00 to 3.30 p.m.	Legal provision of panchayati raj and role, Responsibilities of P.R representatives.
	3.30 to 4.00 p.m.	Break for tea
	4.00 to 6.00 p.m.	Film-show: Sanshodhan (A document Tory film on 73 rd constitutional amendments)
Programme dates	Sessions in timings	Contents/ Subjects
26.08.2004	9.30 to 10.00 a.m.	Recap of the yesterdays sessions.
	10.00 to 11.00 a.m.	Gram-sabha mobilization and meeting management
	11.00 to 11.45 a.m.	Planning and budgeting in Gram Panchayat.
	11.45 to 12.00 p.m.	
	12.00 to 1.30 p.m.	Feed-back, evaluation and valediction of the Programme. Question Answer/Action Plan.

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Indian Institute of Youth Welfare
134, Shivajinagar Nagpur-10

**Training Module on Training of Trainers in
Panchayat Raj**

List of Participants

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25.	Ravi Shankar	26.	Nirmala Chhote
27.	Chandrashekhar Yadav	28.	Vishnu Dayal Deheriya Chindwada M.P.

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